Annual Report to the San Francisco Bay Area State Legislative Delegation

May 2008
Metropolitan Transportation Commission







METROPOLITAN TRANSPORTATION COMMISSION

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May 2008

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To Our State Legislators:

The Metropolitan Transportation Commission is pleased to submit this report summarizing our legislative priorities for 2008. With a huge deficit looming once again, crafting a balanced budget will be the top priority. We urge you to resist the temptation to borrow from transportation funds, whether from Proposition 42 or the Public Transportation Account. This would hinder the California economy, degrade our quality of life and thwart the state's climate change reduction goals. And it would forestall the inevitable day of reckoning — especially now that Proposition 42 funds must be repaid, with interest, within three years.

Among the Legislature's most important tasks this year will be the full implementation of Proposition 1B, including the State-Local Partnership Program and the Trade Corridor Improvement Fund. In addition to supporting that effort, MTC also seeks legislation to authorize a ballot measure in the region's nine counties to collect a regional road-use fee of 10 cents per gallon of gasoline. The Commission also supports renewed efforts to lower the vote threshold for local transportation taxes to 55 percent from two-thirds.

In this report you also will find updates on several MTC projects, including the newly adopted Regional Rail Plan, the long-term regional transportation plan known as Transportation 2035, the Toll Bridge Seismic Retrofit Program, the FasTrak® electronic toll collection system, and the award-winning 511 traveler information system.

We appreciate your interest in transportation issues and look forward to working with you and your staff in the coming months. Should you have any questions or comments about the material in this report, please contact any of the following people:

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Sincerely,

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Published by the Metropolitan Transportation Commission Legislation and Public Affairs Section

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San Francisco Bay Area Transportation System

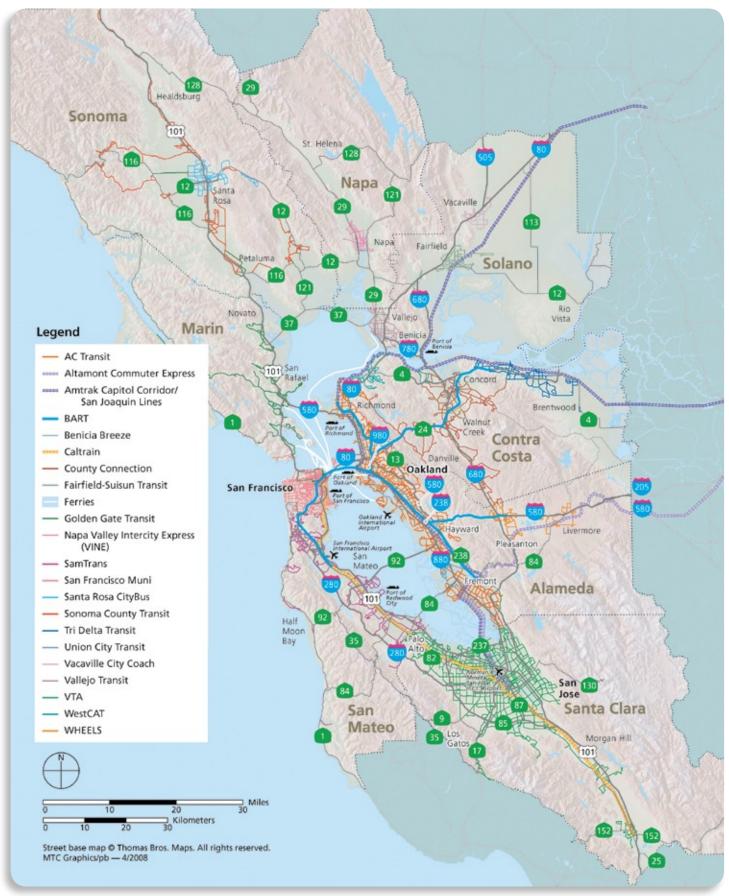


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Put Proposition 1B Funds to Work



MTC supports Gov. Schwarzenegger's 2008–09 budget proposal to appropriate \$4.7 billion of Proposition 1B funds. Across the Bay Area, important highway, transit and freight projects, as well as air quality improvements and other initiatives, are ready to move forward — helping to jump-start the California economy and improve the quality of life for millions of residents.

Recommendation: Add bond funding for local streets and roads

Although streets and roads received a very large allocation in last year's budget, MTC urges the Legislature to also include Proposition 1B bond funding for local streets and roads as part of the fiscal year 2008–09 budget. Cities and counties will be able to put these funds to work quickly. Given the huge backlog in deferred pavement maintenance around the state and the fact that repair costs can grow exponentially the longer maintenance is deferred, such investment makes good fiscal sense.

The Interstate 580 corridor is among the most congested in the Bay Area.



Pavement is in bad shape on many Bay Area roadways.

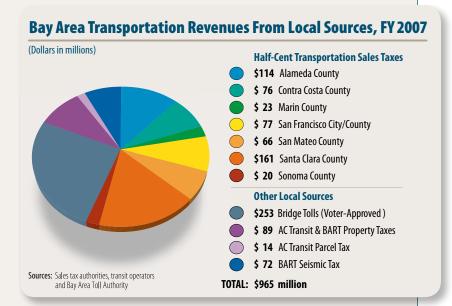
Governor's Budget Proposal Neglects Local Roads

Proposition 1B Bond Program (\$ millions)	2008-09 Proposal
Corridor Mobility Improvement Account	\$ 1,547.0
Public Transportation Modernization	350.0
State Transportation Improvement Account	1,186.0
Trade Corridors	500.0
State-Local Partnership	200.0
State Highway Operation and Protection Program	216.0
Rail Grade Separations/Local Seismic	86.0
State Highway 99	108.0
Intercity Rail	73.0
Local Streets and Roads	0.0
School Bus Retrofit 193	0.4
Air Quality	250.0
Transit Security	101.0
Port Security	85.0
Total	\$4,702.4

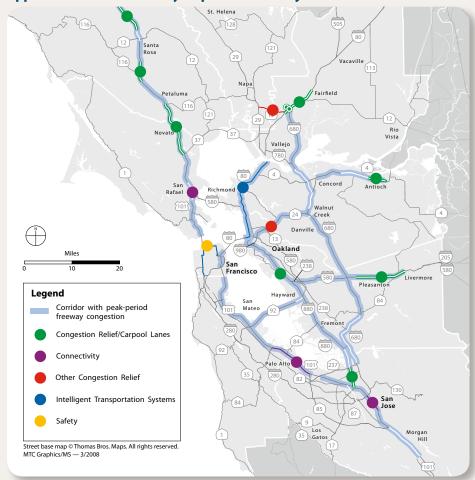
State-Local Partnership: Recognize All Voter-Approved Transportation Taxes

Recommendation: Pass legislation to implement the State-Local Partnership portion of the Proposition 1B bond program

Among the Proposition 1B bond programs still awaiting legislative authorization is the \$1 billion State-Local Partnership Program, designed to reward agencies that raise local transportation funds by providing matching funds from the state. MTC urges the Legislature to quickly pass Senate Bill 748 (Corbett), which would establish a competitive program under which all voter-approved transportation taxes and fees — as well as uniform developer fees — would be eligible.



Approved Corridor Mobility Improvement Projects



Recommendation: Appropriate adequate funding for Proposition 1B in the fiscal year 2008-09 budget

The \$4.5 billion Corridor Mobility Improvement Account (CMIA) program adopted by the California Transportation Commission February 2007 marked the first commitment of Proposition 1B funds. Included in the statewide CMIA program is nearly \$1.3 billion for Bay Area projects, plus an additional commitment of \$405 million through the State Highway Operations and Protection Program (SHOPP) for replacement of Doyle Drive in San Francisco. This brings the total amount programmed for Bay Area transportation projects to roughly \$1.7 billion. We urge the Legislature to appropriate adequate funding for the CMIA and other Proposition 1B programs.

No Time To Waste: California Must Prioritize Goods Movement

Recommendation: Keep trade corridor program on track

MTC supports the California Transportation Commission's (CTC) approved project selections for the Trade Corridors Improvement Fund (TCIF) program. MTC urges the Legislature to support the \$500 million allocation in the governor's proposed fiscal year 2008–09 budget.

Whether exporting electronics and food products around the world, delivering consumer goods to the corner store or supporting manufacturers' just-in-time supply chains, a robust and efficient freight movement system is a critical part of our transportation system — and vital to the economic health of the entire nation.

MTC, in partnership with the Port of Oakland and our neighbors in the Sacramento and Central Valley regions, identified high-priority goods movement projects to be funded through the TCIF created by Proposition 1B. These investments focus on two major Northern California trade corridors:

1 The Central Corridor along Interstate 80 and the Union Pacific rail line from the Port of Oakland to the California/Nevada border; and



Truck carrying containers leaves the Port of Oakland



Container ship at the Port of Oakland

2 The Altamont Corridor along the Union Pacific rail line, and Interstates 580/880/238 in the Bay Area, and Interstate 5 and Highway 99 in the Central Valley.

The CTC acted in April to approve 14 Northern California freight projects totalling \$825 million. Six Bay Area projects — including improvements at the Port of Oakland, relocation of the Interstate 80 Cordelia truck scales and the addition of an eastbound truck climbing lane on Interstate 580 — were selected for \$544 million in TCIF funding.

Recommendation: Authorize container fees

In addition to providing funding from the TCIF this year, the Legislature also should take action on Senate Bill 974 (Lowenthal) to authorize container fees at the state's three largest ports: Los Angeles, Long Beach and Oakland. MTC supports the Port of Oakland's proposal for local fee-setting authority and control over which projects are selected.

Northern California Trade Corridors Projects



Regional Road-Use Fee: A Bold Step to Protect Our Planet and Preserve Our Pavement

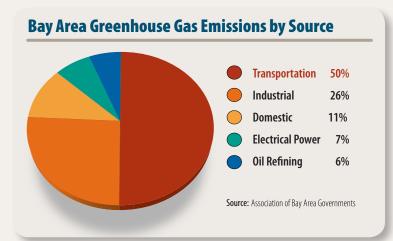
MTC seeks legislation to impose a regional road-use fee to support three key goals:

- 1 reduce the region's greenhouse gas emissions from motor vehicles;
- 2 relieve congestion by providing motorists with better travel alternatives; and
- **3** preserve our local street and road network.

Each of these goals has a direct nexus to the purchase of gasoline — a requirement for the surcharge to be considered a fee. A regional road-use fee of 10 cents per gallon would generate about \$322 million per year.

Due to poorly maintained streets, drivers in the San Jose area pay an average of \$746 in additional automobile operating costs per year, and drivers in San Francisco-Oakland pay an extra \$761.

— The Road Information Program, "Keep Both Hands on the Wheel," 2008



Which Climate Protection Projects Would Be Funded?

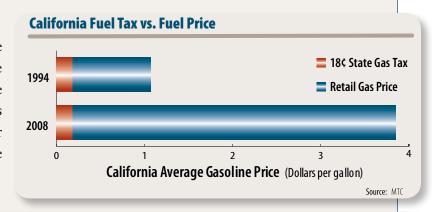
Any project or program funded through a regional road-use fee must be able to demonstrate direct reductions in greenhouse gas emissions. Among the investments being considered for funding are:

- 1 expansion of the Air District's vehicle buyback program, to get older, more polluting vehicles off the road;
- 2 intelligent transportation system improvements (such as traffic signal coordination) to reduce idling and its attendant emissions; and
- **3** promotions and incentives for drivers to take action to reduce emissions.

2008 MTC LEGISLATIVE PROGRAM

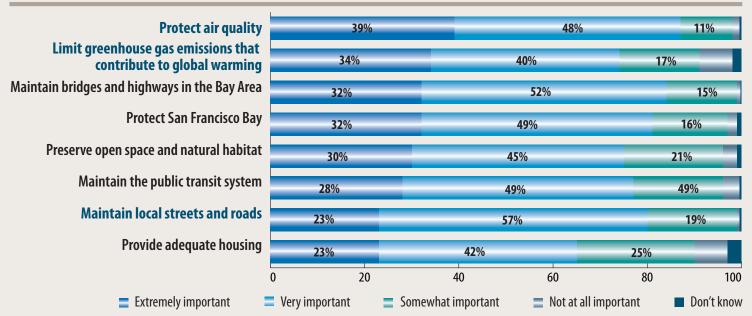
Soaring Gas Prices Yield Nothing for Public Infrastructure

As illustrated by the chart at right, fuel prices have more than tripled in the last 14 years while the state gas tax has remained constant. While the price spike has provided record profits for oil companies, it has not benefited California's infrastructure except for recent revenue captured by Proposition 42 from the sales tax on fuel.



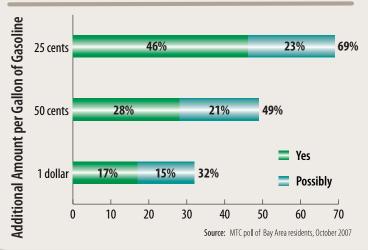
Polls Show Promising Signs for Gas Fee

Issues of Importance in the Bay Area



Source: MTC poll of Bay Area residents, October 2007

Willingness to Pay to Reduce Greenhouse Gases



Global Warming

Global warming is such an urgent, widespread problem that it must be addressed at all levels of government.



Actions taken by cities and counties to address global warming will have very little effect on the problem because it is so widespread.



Source: Bay Area Council poll of Bay Area voters, October 2007

Fiscal Year 2008-09: Governor's Transportation Budget Mostly Avoids Large Reductions

Recognizing that taking short-term loans of transportation money is not a reasonable strategy for solving California's structural budget problems, the governor's fiscal year 2008–09 proposal mostly follows current law. While the budget fully funds Proposition 42 and provides repayment of outstanding Proposition 42 loans — for a grand total of \$1.5 billion — it

942

The Governor's proposed budget would reduce funding for transit agencies' operating expenses.

also proposes shifting \$455 million in "spillover" funding from the Public Transportation Account to offset bond and other repayment expenses that are traditionally covered by the

General Fund.

This action on the "spillover" funding is consistent with language contained in last year's budget trailer bills. The effect will be to reduce funding available for intercity rail and transit capital improvements in the State Transportation Improvement Program (STIP), and will reduce



The proposed budget cuts would reduce funding for transit agencies' capital improvements.

funding available for the State Transit Assistance (STA) program — the only statewide monies available for transit operating expenses.

Bay Area Portion of Potential Spillover Diversion

Based on January 2008 budget estimates for fiscal year 2008–09 (State spillover diversion = \$455 million)	Reduction (\$ in millions)	
Proposed Diversion of STA Transit Funds — Revenue-based	\$	(78.0)
AC Transit		\$ (7.5)
BART		(19.6)
Caltrain		(3.5)
Golden Gate Bridge, Highway & Transportation District		(2.9)
SamTrans		(4.2)
San Francisco Muni		(25.4)
Valley Transportation Authority (Santa Clara County)		(12.7)
Smaller Bay Area Transit Operators		(2.2)
Proposed Diversion of STA Transit Funds — Population-based		(29.0)
TOTAL DIVERSION OF STA TRANSIT FUNDS		(107.0)
Proposed Diversion of STIP Funds		(25.8)
TOTAL BAY AREA FUNDING REDUCTION	\$ (132.8)

Doyle Drive Replacement: Public Safety Requires Prompt Action

Doyle Drive is the thin thread by which much of the North Bay and San Francisco economy hangs. The 70-year-old elevated section of U.S. 101 linking San Francisco with the Golden Gate Bridge is outmoded, unsafe and in urgent need of replacement.

Recommendation: Enact legislation to grant design-build authority to San Francisco County Transportation Authority

The federal National Bridge Inventory inspection database uses a "sufficiency rating" scale ranging from 0 to 100, and is based on both safety elements (such as structural integrity) and operational factors (such as capacity with respect to current traffic). A score below 80 indicates some rehabilitation may be needed, while a score of 50 or less shows replacement may be in order. Doyle Drive currently has a rating of 2 out of 100.

Bay Area transportation agencies are working aggressively to close the remaining funding gap on this critical \$1.1 billion replacement project. But the San Francisco County Transportation Authority must have design-build contracting authority to move forward without delay.

With design-build authority in place, the Transportation Authority estimates construction on the Doyle Drive replacement can begin by 2010, and that a new structure could be open to traffic by 2012.





Governor Arnold Schwarzenegger, San Francisco Mayor Gavin Newsom and Caltrans Director Will Kempton inspect San Francisco's Doyle Drive, which earned a safety rating of just 2 out of a possible 100 from the federal government.

Help Local Agencies Help Themselves

MTC urges the Legislature to lower the vote threshold for passage of local and regional transportation funding proposals.

Assembly Constitutional Amendment 10 (Feuer) would lower the vote threshold to 55 percent for the approval of bonds (and any tax increase needed to repay the bonds). MTC supports this bill and seeks to include all transportation funding measures, not just the repayment of bonds.

Napa and Solano counties have each placed transportation sales tax measures on the ballot, and each has won a majority of votes but fallen short of the two-thirds approval. The proposed Napa County tax was estimated to generate some \$537 million over 20 years, while Solano County's measure would have raised about \$1.6 billion during the same time period. Transportation sales taxes already on the books in the seven other Bay Area counties generate more than \$700 million for transportation improvements each year.

The Santa Clara Valley Transportation Authority has the authority to seek an additional sales tax to help finance the planned BART extension to San Jose and Santa Clara, as well as other key improvements. But like all other local transportation tax measures, it faces the daunting two-thirds "supermajority" vote hurdle for passage.

> A 55 percent approval threshold may help Napa County win the battle against congestion on Jamieson Canyon Road.



Improvements to the Interstate 80/Interstate 680 interchange would already be under way if Solano County's transportation sales tax measures had been subject to a 55 percent approval.

Remove Barriers to Innovation and Efficiency

Authorize Additional Design-Build Projects

MTC supports allowing Caltrans to use design-build and design-sequencing contracting methods for transportation projects. Eight states and many local agencies in California already have design-build authority. By extending this option to Caltrans — particularly after passage of Proposition 1B — the Legislature can ensure that transportation funds are put to work more quickly.



BART used design-build contracting for its San Francisco International Airport extension, but this method is not yet allowed for California highway projects.

Allow a Mix of State and Private Funds

Under current state law, a project that receives any state funding generally is not allowed to receive private funding. This prohibition limits transportation agencies' ability to take advantage of private financing. Given the vast shortfalls facing transportation, and growing recognition of the need for private funds, removing this restriction should be one of the Legislature's top priorities in 2008.

Broaden STA Eligibility

Subsidized transit passes are a key priority in many low-income neighborhoods. But the State Transit Assistance (STA) program, the primary funding source for MTC's Lifeline Transportation initiative, does not allow discounted fares for low-income passengers as an eligible expense. And there are no other fund sources available for this particular purpose.

Simplify STA Administration

Under current law, the state Controller is required each January to make a preliminary estimate of the revenue-based STA funds available to each transit agency, and then to revise this estimate in August and again the following June. MTC will work with other agencies to support legislation that would require a transit operator's revenue factor for a given year to be based on 1) the August estimate at the start of the fiscal year; and 2) the operator's share of qualifying revenue for the period ending two years earlier.



State restrictions on public-private partnerships have delayed key projects such as the planned BART-Oakland International Airport connector.

Transportation 2035: An Aggressive Commitment to Change

Working in conjunction with the Association of Bay Area Governments, the Bay Area Air Quality Management District and the Bay Conservation and Development Commission, MTC began preparing the latest update to its regional transportation plan for the Bay Area in



2007. The new plan will detail a comprehensive strategy to not only protect our existing transportation assets but also to accommodate future growth, alleviate congestion, reduce pollution and ensure mobility for all Bay Area residents, regardless of income.

Goals

Economy Environment Equity

Targets

Reduce Emissions and Improve

Vehicle Miles Traveled

Strategies

Infrastructure

Congestion

Pricing & Focused Growth

Affordability

Many of the fundamental challenges of the Transportation 2035 Plan will continue to center on how to keep our roads and transit systems in good repair, how to squeeze more efficiency out of our system and how to cost-effectively build new infrastructure

where needed. Yet new challenges and new questions are on the horizon:

- How should we direct limited resources to provide the infrastructure needed to support communities primed for higher housing growth?
- How should we reduce greenhouse gas emissions from transportation sources and respond to the effects of global warming already under way?
- How should we harness the power of the marketplace and cutting-edge technology to deal with congestion?
- How do we make policy and investment choices that yield equitable benefits to all residents?



More than 700 participants attended a regional summit in Oakland to kick off the Transportation 2035 planning process in October 2007.

LONG-RANGE TRANSPORTATION PLAN

The Bay Area transportation network is a fortune inherited from previous generations. We can continue to live off of that diminishing inheritance or we can establish a new legacy for generations yet to come. A shared vision of the region's future ought to center not just on what's past and present but also on what is possible with major change.

Aggressive Targets Show Need for Bold Leadership

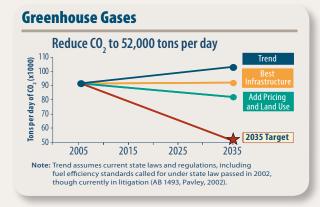
Among the benchmarks MTC and its partners will use to steer development of the Transportation 2035 Plan are specific performance targets designed to meet new statutory requirements and help achieve goals for reducing congestion, curbing greenhouse gas emissions, reducing dependence on single-occupant vehicles and promoting equitable distribution of transportation resources. Each signals an aggressive commitment to change over the next three decades.

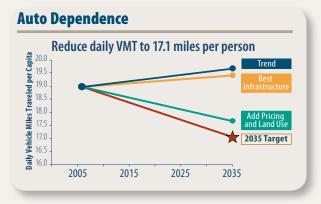
- Reduce per-capita hours of traffic delay by 20 percent
- Cut CO₂ emissions to 40 percent below 1990 levels
- Reduce particulate matter emissions by 10 percent
- Reduce daily per-capita vehicle miles traveled (VMT) by 10 percent
- Decrease by 10 percent the share of low-income and lower-middle-income households' income consumed by transportation and housing costs

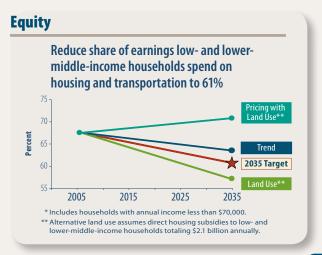
To support these goals, MTC and our regional partners examined three different investment options: infrastructure investment, land-use changes that would boost the share of the region's population living within already developed areas, and the introduction of pricing mechanisms that would significantly increase the cost of driving.

As shown in the charts at right, these performance targets cannot be achieved through infrastructure expansion alone. Rational pricing and land-use changes can help the Bay Area meet some of these aggressive goals. Not surprisingly, however, the pricing strategy could set us back in our efforts to meet the equity target. Finding the right balance, and determining what new authority and what new partnerships may be required, will be crucial as the final Transportation 2035 Plan takes shape during the year ahead.

Reduce congestion delay per person to 21.3 hours a year Trend Trend Freeway Operations 2035 Target Add Pricing and Land Use







Bay Area Toll Bridge Projects Protect Public Safety, Improve Mobility

Building on the financial foundation and oversight structure established by Assembly Bill 144 (Hancock) in 2005, the Bay Area's crucial toll bridge seismic retrofit program is moving full-speed ahead. The 1.3-mile skyway section of the new Bay Bridge East Span is now complete, as is the foundation for the dramatic self-anchored suspension portion of the new bridge. Truly a global enterprise, parts of the new bridge are being fabricated in China, Korea and the United Kingdom, as well as around the United States. Caltrans staff are stationed at a fabrication site near Shanghai, and the Toll Bridge Program Oversight Committee makes regular visits to the facility where the tower and roadway sections are being assembled.

Labor Day Weekend Project a Smashing Success

Motorists are already driving across the first section of the new Bay Bridge East Span, which was rolled into place near the Yerba Buena Island tunnel during a dramatic demolition-and-replacement operation over the 2007 Labor Day weekend. Described by one newspaper as "so smooth, it was like sliding in a drawer," the roll-in was completed 11 hours early, and a coordinated public outreach effort by the Bay Area Toll Authority (BATA) and Caltrans — plus great work by contractor C.C. Myers, the California Highway Patrol, local police departments and major



East Span of the San Francisco-Oakland Bay Bridge — new deck section being installed, Labor Day, 2007

Bay Area transit operators — kept regional traffic impacts to a minimum.

Congressman George Miller Bridge Opens to Traffic

The new Benicia-Martinez Bridge — named the Congressman George Miller Bridge by the state Legislature — opened to traffic in August 2007, eliminating the evening traffic backups that regularly

stretched for miles along northbound Interstate 680 through Contra Costa County. Funded through the voterapproved Regional Measure 1 toll program administered by BATA, the

1.2-mile viaduct carries five lanes of northbound I-680 traffic. Over the next two years, Caltrans will reconfigure the 1962 bridge to handle four lanes of southbound traffic, along



Congressman George Miller at the Benicia-Martinez Bridge dedication, August 2007 (TOP); FasTrak® Express lanes at the new Congressman George Miller Bridge (BOTTOM)

with full shoulders and a bicycle/pedestrian path that will be a key link in the regional Bay Trail.

Bay Bridge West Approach Project Nears Finish Line

The retrofit-by-replacement of the mile-long Bay Bridge West Approach through downtown San Francisco — a delicate operation that involves swapping the old and seismically vulnerable structure for a modern, earthquake-safe freeway — has moved ahead of schedule. Eastbound traffic moved off its temporary configuration and onto a brand new roadway in April, leaving the project largely complete.

Bay Area Travelers Gain High-Tech Advantage

More Bay Area Drivers Get on FasTrak®

FasTrak® — the popular electronic toll collection system administered by BATA shifted into higher gear in 2007, with enrollment swelling by over 30 percent to more than 725,000 accounts. Roughly half of all motorists crossing state-owned toll bridges during peak hours now pay their tolls with FasTrak. By eliminating the need to stop and pay cash, the FasTrak payoff is twofold: reduced congestion at the toll plazas and reduced emissions from idling vehicles.

TransLink® in Service on AC Transit and **Golden Gate Transit**

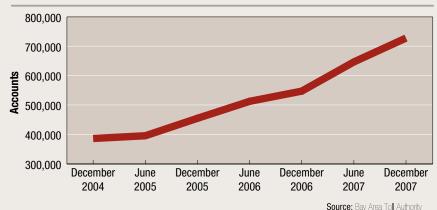
Full-scale rollout of the Bay Area's TransLink® system — the most sophisticated transit-fare smart-card program in the U.S. — kicked off in September 2007 with passengers using their distinctive green cards on all AC Transit, Dumbarton Express and Golden Gate Transit bus and ferry routes. TransLink will go truly regional in

2008, when BART, Caltrain and San Francisco Muni are scheduled to begin accepting the card.

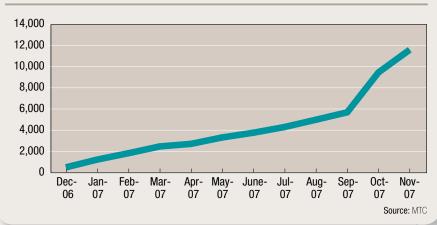
511: Bay Area Sets Standard for **Rest of Nation**

MTC's 511 traveler information system continues to be a hit with Bay Area travelers, generating more than 450,000 phone calls and more than two million Web visits each month. With a range of features unequalled by 511 systems anywhere else, the Bay





Number of Unique TransLink® Cards Used per Month (12/06-11/07)





Along busy Bay Area Freeways, changeable message signs display up-to-the-minute driving times.

Area's award-winning service provides current, on-demand information 24/7 — via phone or Web — on traffic conditions: transit routes, schedules and fares; and carpooling and bicycling options. New features on the 511.org traffic page include Predict-a-TripsM, which uses historical data on driving times and traffic speeds to give travelers a planning tool for their out-ofthe-ordinary trips.

Regional Rail: Next Stop... The Future!

MTC in September 2007 adopted a regional rail plan developed jointly with BART, Caltrain, the California High-Speed Rail Authority, and a broad coalition of rail passenger and freight operators. Two years in the making, the new plan outlines a long-range vision for improving the passenger rail system already in place and expanding its reach to serve future Bay Area travel demand. Among the plan's key findings:

- BART and Caltrain form the backbone of the regional rail network, and their capacity and renovation should be a top regional priority.
- The BART system's outward expansion is nearly complete. Beyond extensions to San Jose/Santa Clara, Livermore and East Contra Costa County, no additional outward extensions are being contemplated. BART will evolve toward a higher-frequency subway system serving the urban core of the region.

Caltrain Baby Bullet train

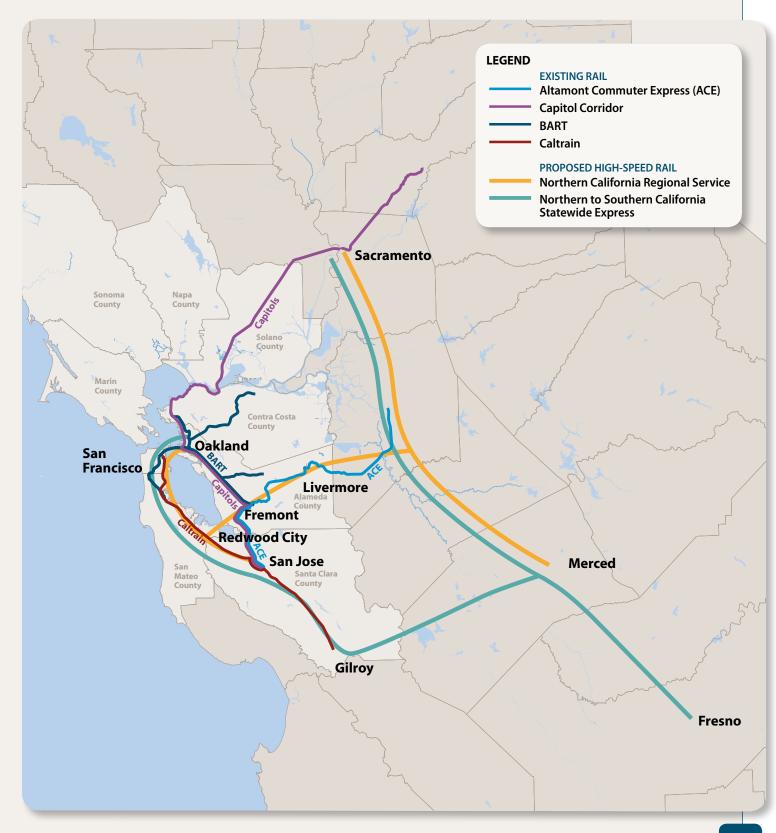
- Delivering efficient, high-quality rail service will require institutional changes from the multiple rail operators and other transit agencies now in place.
- Rail transit and focused transit-oriented development must go hand-in-hand. If the region is to make a substantial investment in rail infrastructure, then development around the stations and along the rail corridors must support rail service.

High-Speed Rail to Play Large Role

The regional rail plan analyzed the pros and cons of the two main alignment options for high-speed rail in the Bay Area — via the southern Pacheco Pass or the eastern Altamont Pass — and found that each alignment would have a total cost in the \$16 billion to \$18 billion range. Each would carry roughly the same number of Northern California riders (about 55 million trips in 2030). Construction of *both* alignments would cost about \$21 billion and would carry almost 57 million Northern California riders, according to the study.

MTC reaffirmed its support for the Pacheco Pass alignment as the main route between Northern and Southern California, since it would serve more statewide trips. The Commission also recommended improvements in the Altamont Corridor to serve interregional and local travel between the Bay Area and the northern San Joaquin Valley. As the Legislature considers whether to modify the high-speed rail bond language for the November 2008 ballot, MTC will advocate for an augmentation of funds to accommodate improvements in the Altamont Corridor.

High-Speed Rail to Complement Established Service



Partners and Advisors

BAY AREA PARTNERSHIP BOARD

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All photos from MTC archives unless otherwise noted

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Printing

Alonzo Printing Co., Inc. Hayward, California

Printed on recycled paper using soy inks



METROPOLITAN
TRANSPORTATION
COMMISSION